

**Commonwealth of Virginia Emergency Operations Plan
Emergency Support Function #17**

**Emergency Support Function – No. 17
VOLUNTEER AND DONATIONS MANAGEMENT**

Primary Agency:

Department of Emergency Management

VERT ESF Branch:

Operations Section

Support Agencies:

- Virginia Voluntary Organizations Active in Disasters (VAVOAD)
- Adventist Community Services
- Virginia Office of Volunteer and Community Service
- Virginia Volunteer Centers
- Virginia Citizen Corps Program
- American Red Cross (ARC)
- Salvation Army
- Federated Food Banks

Purpose

The purpose of the Volunteer and Donations Management Emergency Support Function (ESF 17) is to ensure the most efficient and effective delivery of donated goods and services to support disaster relief efforts in impacted areas in the Commonwealth of Virginia.

Scope

The Volunteer and Donations ESF 17 scope is twofold. First, it assures expeditious delivery of donated goods to affected areas. Secondly, it coordinates response and recovery efforts as related to volunteers, both convergent and pre-assigned. Volunteer and Donations Management is composed of entities with major roles in volunteer efforts. This guidance applies to all agencies with either direct or indirect volunteer and/or donations responsibilities under the Commonwealth of Virginia Emergency Operations Plan (COVEOP). Activities include, but are not limited to:

- A. Maintaining contact with county donations and volunteer liaisons.
- B. Maintaining contact with volunteer organizations.

- C. Assessing and prioritizing affected area needs.
- D. Developing a strategy for managing, donated goods and spontaneous volunteers.
- E. Maintaining a toll-free number for dispensing emergency information and soliciting/managing donations and spontaneous volunteers.
- F. Maintaining a Web-based donations database.
- G. Deploying resources to meet specified needs.

Mission

To provide coordination for donated resources and a liaison for those voluntary organizations that provide disaster services within the Commonwealth of Virginia, so that their capabilities and resources will be effectively coordinated with other local, state and federal agencies to meet the needs of disaster victims.

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Organization

- A. The Virginia Department of Emergency Management (VDEM) is designated lead agency for ESF 17 and maintains an overview of all related actions and responds to all questions regarding Volunteer and Donations.
- B. ESF 17 operates directly under the Operations Section Chief and coordinates volunteer and donations-related response and recovery activities in collaboration with the Virginia Voluntary Organizations Active in Disaster (VAVOAD), Adventist Community Services, and those state agencies, private sector parties with volunteer missions or donated resources; tying them into local government disaster response and recovery activities in accordance with local, state and federal disaster response plans.
- C. Volunteer and Donations Management is a local government activity and responsibility, and begins locally in accordance with the local Emergency Operations Plan (EOP).
- D. During and following a major disaster, requirements for goods/services may exceed local and state capabilities. Volunteer and Donations Management will play a major role in meeting these needs. The State will need to provide leadership and direction so that the public donates goods and services that are needed, and does not burden the system with unneeded goods/services that can detract or get in the way of relief efforts.
- E. VAVOAD has the primary responsibility for the coordination of affiliated volunteers from recognized voluntary agencies with an assigned disaster mission, and will collaborate with ESF 17 on those efforts.
 1. Virginia Voluntary Organizations Active in Disaster (VAVOAD) is an organization whose purpose is to coordinate the interaction between voluntary disaster relief agencies and government disaster response activities in accordance with local, state and federal disaster response plans. The VAVOAD is an affiliate of the National Voluntary Organizations Active in Disaster (NVOAD).
 2. Cooperating and member organizations of the VAVOAD include the major organizations that have resources, developed plans and implemented preparatory actions to provide assistance in disasters that occur in Virginia. The capabilities of these organizations include sheltering, mobile and fixed feeding, repair and reconstruction of homes, clean-up, counseling, storage and distribution of bulk food, clothing and household goods, child care, and many other services. They are frequently called on by their parent organizations to respond to disasters in neighboring states, and often provide funding and relief supplies for disaster victims worldwide.
 3. In emergency situations a VAVOAD (s) representative is present in the VEOC (Primary ESF 17), to coordinate the provision of resources from its member organizations, and a designated VAVOAD liaison is assigned to the JFO during recovery operations.
 4. VAVOAD includes, but is not limited to the following organizations:
 - Baptist General Association of Virginia
 - The Salvation Army
 - Virginia Council of Churches
 - Federation of Virginia Foodbanks
 - Humane Society of the United States
 - Catholic Diocese of Arlington
 - Catholic Diocese of Richmond
 - Evangelical Lutheran Church in America
 - Jewish Community Federation
 - Lions Club of Virginia
 - Mennonite Disaster Services

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- Presbyterian Church, USA
 - United Methodist
 - Virginia Disaster Recovery Taskforce
- F. VDEM, as the State Volunteer and Donations lead agency, provides the State Voluntary Agency Liaison (VAL) and the state Volunteer and Donations Coordinator, collaborating on efforts with the VAVOAD and FEMA Donations Specialist and FEMA VAL.
- G. VDEM, working in coordination with identified non-governmental organizations, agencies, private sector and local governments, assumes the primary responsibility for the coordination of unaffiliated volunteer services and unsolicited donated goods. Supporting agencies and organizations include, but are not limited to The Virginia Office of Volunteer and Community Service, Virginia Volunteer Centers and Virginia's Citizen Corps Program.
- H. A Donations Web-based Aidmatrix Database and Donations Phone Bank will be coordinated and managed by VDEM, with support from the Adventist Community Services, VAVOAD and additional public and private sector support agencies.
- I. Adventist Community Services has the primary responsibility for the organization and management of the donations management process, to include donations warehouse(s), coordination center(s), donations staging area(s) and related transportation. The state is responsible for providing a warehouse and designated warehouse equipment, when determined.
- services. It will be organized through ESF 17, as part of the VERT.
- B. The Commonwealth encourages individuals interested in volunteering personal services to affiliate with a recognized NVOAD member organization, or to participate through local Citizen Corps Programs, to facilitate their involvement in relief activities
- C. The Commonwealth looks principally to those voluntary organizations with established volunteer and donations management structures already in place to receive and deliver appropriate donated goods and services to disaster victims.
- D. The State encourages the donation of cash, rather than clothing, food or other items, to established VAVOAD member organizations.
- E. The State Volunteer and Donations Coordinator, working through VERT procedures, coordinates with appropriate agencies and organizations, e.g., state agencies and organizations, local governments, federal agencies, private-sector organizations, to ensure unaffiliated volunteers and unsolicited donated goods are effectively used during an incident.
- F. Donations will be managed so as to minimize the impact on the recovery of the local economy.
- G. The donated goods management process is organized and managed through a memorandum of understanding between the Commonwealth and the Adventist Community Services to ensure that local governments are able to take advantage of the appropriate types and amounts of donated goods and services in a manner that precludes interference with or hampering of incident management operations.
- H. All available means will be used to educate the public, the emergency management
- Policies**
- A. The Commonwealth will maintain a centralized Volunteer and Donations management system during disaster operations to manage appropriate offers of donated good, monies and volunteer

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community, elected officials and the media on the donations strategy.

- I. Local governments and participating volunteer agencies will be encouraged to develop and implement plans in accordance with these policies.
- J. The Governor, in certain circumstances, may choose to activate a cash donations fund, to be operated under the rules and regulations in the State Emergency Operations Plan.
- K. All activities, functions, and services are provided in accordance with existing statutes, rules, and regulations.
- L. Donations of blood products are referred to in the ESF #8 – Public Health and Medical Services Annex.

Planning Assumptions

- A. Once emergency conditions subside, individuals and relief organizations from outside the disaster area will begin to collect materials and supplies to assist victims.
- B. Individuals and organizations will go, or want to go, to the affected area to offer assistance.
- C. An organized volunteer disaster response effort will be required.
- D. Local volunteer resources will be inadequate to deal with the disaster. State and possibly Federal assistance will be required.
- E. Unsolicited donations will be of a magnitude requiring special planning and management.
- F. Non-useful and unwanted donations will occur. Procedures will be required for surplus, unneeded and junk donations.
- G. Sufficient volunteer personnel will be available to staff and operate the donations management organizations designated in this

plan, i.e., an unsolicited/undesigned State Donations Management Warehouse, and the Emergency Information/Volunteer and Donations Management Phone Bank.

- H. VAVOAD charitable organizations, faith-based organizations and local government volunteers will offer assistance in managing and operating distribution centers at the local level.

Concept of Operations

General

- A. Volunteer and donations management operations may include the following:
 - 1. State Volunteer and Donations Management Team led by the State Volunteer and Donations Coordinator/ VAL
 - 2. State Donations Coordination (Allocation) Team
 - 3. Donations Warehouse Management Team(s)
 - 4. Phone Bank functioning at the state level
 - 5. Donations Database system (Aidmatrix)
 - 6. Unaffiliated disaster volunteer registry system (1-800-Volunteer)
 - 7. A coordinated media relations effort
 - 8. Cash Donations Fund
 - 9. Effective liaison with other emergency support functions
 - 10. Facilities management plans to include a multi-agency donations warehouse(s), Donations staging area(s), Donations Coordination Center(s), transportation support and Volunteer Reception Center(s) as needed.
- B. Requests for Services

Requests from local government and private volunteer organizations for unmet needs in affected jurisdictions will be forwarded to the local Emergency Management

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Coordinator, Volunteer and Donations Management Team at the State EOC, or a local Volunteer Mobilization Center. This does not preclude direct coordination with voluntary organizations by local jurisdictions.

C. Donated Goods Management Function

1. Management of unsolicited donated goods involves a cooperative effort by state and local governments; voluntary and community-based organizations; the business sector; and the media.
2. Adventist Community Services, the State Volunteer and Donations Coordinator, and affected local governments, in cooperation with other voluntary organization partners and private sector are responsible for managing the flow of donated goods during incident management operations.
3. The Donations Coordination Team formed of Adventist Community Services, ARC, Salvation Army, Food Bank, VDEM and other designated VAVOAD member organization personnel will provide a liaison with the Volunteer and Donations Phone Bank, the State Multi-Agency Donations Warehouse and other VAVOAD member Organizations.
4. Donations team members act as the Commonwealth's Administrator(s) for those offers entered into and compiled in the Aidmatrix Donations Database System.
5. The Commonwealth's Donations Management Warehouse is critical in the process of receiving donated goods, sorting, storing and distributing them through VAVOAD member organizations to distribution sites in localities where the goods are needed.
6. If a State Donations Management Warehouse is a determined need, the preferred method for establishing such a facility in descending order is:
 - Donated space
 - Proffered local jurisdiction or DGS facility
 - State procurement of a contract facility
7. A Multi-Agency State Donations Management Warehouse will only be procured by the state on an "as-needed" basis. The State Coordinating Officer, in consultation with Operations, State Volunteer & Donations Coordinator and Adventist Community Services, will determine when needed and approve procurement.
8. As part of the response effort the Donations Management Coordinating Team will allocate and forward specific requests to meet local needs to the State's Donations Management Warehouse, operated by Adventist Community Services.
9. When and where appropriate, emergency supplies may also be moved from the EM warehouse to distribution points operated by any VAVOAD member organization.
10. The transportation of goods from the donor to the State Donations Management Warehouse or the receiving organizations is the responsibility of the donor.
11. Transportation of donated disaster supplies from the State Donations Management Warehouse to distribution points is the responsibility of the Adventist Community Services in collaboration with the state.

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12. Corporate offers of bulk items will be accepted, if they are needed in the disaster response and relief efforts

D. Phone Bank Function

1. ESF 17 and ESF 15 will work jointly to establish a Volunteer and Donations Management Phone Bank, as part of the established Virginia Public Inquiry Center (VPIC) Emergency Information Phone Bank. This designated line will receive calls from the public and direct donated goods to the appropriate place and/or Web-based Aidmatrix Database System.
2. The Volunteer and Donations Phone Bank team will direct spontaneous (unaffiliated) volunteers to the appropriate VAVOAD member organizations active in the response/recovery effort and to other disaster relief funds, as directed by the Governor.
3. The team will interface with the State's response and recovery efforts through ESF 17, who will partner with Logistics and appropriate ESFs to provide information concerning the type of donated goods and services needed and the locations requiring specific donated goods and services.

E. Public Messaging Management Function

1. The Commonwealth's Volunteer and Donations Management effort will include a public information campaign to guide the Public to donate what is needed.
2. The Commonwealth will implement a public information campaign at the onset of disaster to encourage donations of money to VAVOAD member organizations, and specific goods and services needed to address the particular nature of the disaster. If possible, initial

speeches by the Governor and senior state officials will inform the public of the donations policy and how the public can best contribute. Public Information effort will continue throughout disaster operations.

F. Volunteer Management Function

1. VAVOAD in collaboration with ESF 17 coordinates the interaction of recognized member voluntary agencies and their affiliated volunteers with the disaster relief effort(s) in affected localities.
2. The State Volunteer and Donations Management Team (ESF 17) working with affected local governments and in cooperation with other voluntary organization and private sector partners are responsible for efficient and effective coordination of unaffiliated volunteers during incident response and recovery.
3. Unaffiliated volunteers will be discouraged from going directly to any disaster site.
4. Individuals interested in volunteering their service will be encouraged to affiliate with recognized VAVOAD member organizations, other private volunteer organizations or Citizen Corps Councils and their established programs (i.e. Community Emergency Response Teams, Medical Reserve Corps, Volunteers in Police Service, etc).
5. Spontaneous volunteers from the public sector will be encouraged to register with VAVOAD member organizations, 1-800-Volunteer or the Commonwealth's Aidmatrix Database System by calling the Volunteer and Donations Hotline.
6. State and Local government and volunteer organizations involved in disaster operations may request

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spontaneous volunteers from the Volunteer and Donations Management Team located within the VERT Operations Branch.

7. Volunteers serving in Citizen Corps Programs will be encouraged to serve as necessary.
8. Support may be provided for opening a state-run or local Volunteer Reception (Mobilization) Center at the request of a local EM Coordinator or ESF 6. The Center will be located near the disaster site or disaster relief site and provide (1) a walk-in location for spontaneous volunteers to register and serve, and (2) a place for VAVOAD member organization, other voluntary organizations, and agencies to register their need for the service of volunteers.
9. Requested Volunteer Mobilization Centers could operate under a variety of auspices including, Virginia Volunteer Centers, VAVOAD member organizations, Regional VAVOAD's or local Citizen Corps Councils.

Specific

- A. During Normal Operations, The State Volunteer and Donations Coordinator, VAVOAD, Adventist Community Services and other supporting agencies and organizations will participate in related training and statewide exercises to assist in the development of local and state disaster response capabilities.
- B. The State Volunteer and Donations Coordinator, VAVOAD and Adventist Community Services will receive all situation reports, weather briefings, notifications and alerts that are distributed by the VEOC to state agencies.
- C. The State Volunteer and Donations Coordinator and VAVOAD will be alerted by the VEOC (Operations Chief) during the

Initial Alert Level; the Adventist Community Services liaisons will be alerted by the State Volunteer and Donations Coordinator; communication will continue with the Volunteer and Donations Coordinator, VAVOAD (and the Regional Volunteer Agencies Liaison [VAL]) during the readiness phase and the liaisons will report to the VEOC if necessary.

- D. Additional support agencies that compose the Volunteer and Donations Management ESF will be alerted by the State Volunteer and Donations Coordinator/VAL during the Initial Alert Level; will continue communication with the coordinator and report to the VEOC as requested.
- E. Each VAVOAD member organization, maintain contact persons and resource lists to respond to requests from the VAVOAD liaison & VEOC. Each cooperating or member organization coordinates the response of its services and provides status reports to the VAVOAD liaison at the VEOC. The Liaison coordinates the response of its member services and provides status reports to the Volunteer and Donations Management ESF at the VEOC.
- F. Each supporting organization, agency, local government or private sector partner maintains contact persons and resource lists to respond to requests from the VEOC. Each cooperating or member organization coordinates the response of its services and provides status reports to the Volunteer and Donations Management ESF at the VEOC.
- G. The Volunteer and Donations Management ESF 17, under the coordination of the State Volunteer and Donations Coordinator/VAL functions in the VEOC as part of the Operations Section, collaborates with VAVOAD and works closely with the multiple ESF support functions.
- H. The Volunteer and Donations Management ESF links resources with local emergency managers, local voluntary agencies, and

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state and federal agencies that provide assistance in the affected areas.

- I. The State Volunteer and Donations Management ESF will collect, compile and report information on the status of activities and resources in accordance with VEOC requirements.
- J. When there is no government disaster declaration, the VAVOAD will continue to assist member organizations that provide additional assistance in meeting disaster-caused needs that are beyond the resources of the individual disaster victims.
- K. When the President declares a major disaster and the DHS/Federal Emergency Management Agency (FEMA) implements a range of assistance programs available to individuals and families, the VAVOAD will continue its liaison role with member organizations active in the disaster area, and the State Volunteer and Donations Management ESF 17 under the direction of the State Volunteer and Donation Coordinator/VAL will continue its support of the management of volunteer resources and donated goods in affected areas.
- L. The State Volunteer and Donations Management ESF 17 provides support and assistance to the field, program guidance, and other assistance as appropriate, based on the affected localities' requests for assistance.

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